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# GENERAL PLAN SAN JOAQUIN COUNTY

• revised to 1990

NOGRAPH 3

SAN JOAQUIN COUNTY  
PLANNING COMMISSION

Richard G. Salter, Director—Secretary  
January 1969



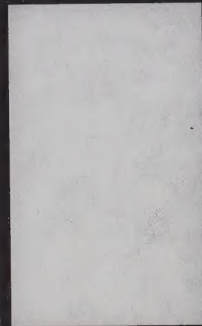
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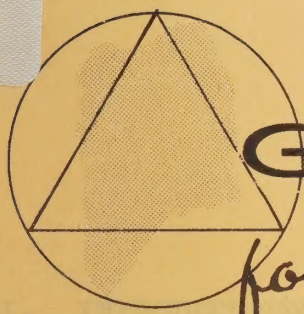
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# GENERAL PLAN for SAN JOAQUIN COUNTY

• revised to 1990

MONOGRAPH 3

SAN JOAQUIN COUNTY  
PLANNING COMMISSION

Richard G. Salter, Director—Secretary  
January 1969

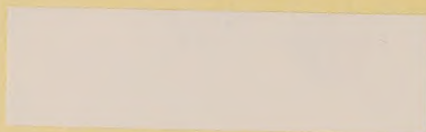


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## PREFACE

This monograph supplements Monograph No. 1, "Workshops in Planning: Basis for Decision," printed in 1963 and which provided the basis for the preparation and adoption in 1963 of the County's General Plan for 1983. Monograph No. 3 is intended to provide the basis for general revision and extension of the General Plan to 1990.

Minimum requirements for adopting a revised General Plan are included in Section II, Statement of Policies: Basis for the Plan (Revised); Section III, Population Projections; and the first portion of Section IV, Land Use Element, entitled "Residential Areas." These items together with a map setting forth the Plan proposals satisfy the minimum requirements of the State Planning Law.







## I. INTRODUCTION

### A. PLANNING AS A CONTINUING PROCESS

#### Adoption of the General Plan for San Joaquin County in 1963

The General Plan for San Joaquin County, prepared by the Planning Commission and Planning Department and adopted by the Board of Supervisors in 1963, is a long-range guide for the future development of the County to 1983. It was developed to provide a basis for decisions related to the use of land and the facilities needed for a greatly expanded population.

#### Periodic Review and Revision of the General Plan

The adoption of the General Plan, however, is only the beginning of the planning process. Planning is a continuing process. If plans are to be useful and effective, they must be continually maintained and kept up-to-date. The proposals of the General Plan, therefore, should not be interpreted as unalterable commitments, but rather as reflecting the best foreseeable direction for County growth. The Plan should be reviewed and updated periodically to account for changing conditions and community goals.

General plans are amendable through a well-defined process. This is in recognition of the fact that the plan is never complete or reaches a fixed status. Changes in land use, population, the economy, and other factors brought about by public and private decisions in relation to the existing General Plan must be considered when reviewing and updating the Plan. Other elements of the General Plan may need to be changed in response to or independent of changes in these factors. These must be continually brought into balance with all the other elements of the General Plan to maintain a well-ordered and balanced program for County growth. The revised and updated General Plan for San Joaquin County is based upon the consideration of the above factors as reflecting the best foreseeable direction for determining a comprehensive, long-range guide for future development of the County to 1990.





## Refinement of the General Plan

The General Plan established the broad, schematic framework for the orderly growth and development of San Joaquin County. Further refinement of the Plan is necessary within this framework. This refinement is in terms of (1) more detailed County-wide plans for single, specific categories of the Plan (such as recreation, transportation, public facilities, and housing), and (2) more detailed comprehensive plans for specific areas and communities in the County. The following refinements have been made since the Plan was adopted in 1963:

GENERAL PLAN FOR LIBRARY SERVICES. A portion of the Public Services Element of the General Plan providing for the continued development of a library system for all San Joaquin County residents, jointly prepared and adopted by the City of Stockton (adopted 1964) and the County (adopted 1965).

RECREATION ELEMENT OF THE GENERAL PLAN. Adopted in 1966 as a guide for the acquisition and development of a County-wide system of parks and recreation areas and for the coordination of the recreation programs of other governmental agencies, private organizations, and individuals.

STOCKTON SEWERAGE SURVEY. General sewage disposal study and plan for Metropolitan Stockton to the year 2020. Adopted in 1967 as a portion of the Physical Facilities Element of the General Plan.

A GENERAL PLAN FOR LINDEN. Adopted in 1967 to provide a more detailed comprehensive plan for the Linden community.

The planning process will require further refinements of the General Plan to be prepared and considered for adoption subsequent to and based upon the General Plan as revised from time to time.





## B. STEPS IN THE GENERAL PLAN REVISION PROCESS

The review and revision of a General Plan for a county is an expensive and time-consuming task, involving professional planners, lay planners, citizens and elected officials. General Plan formulation is a PROCESS. In San Joaquin County, this process and the roles of the Board of Supervisors, Planning Commission, Board of Adjustment, and Planning Department (staff) may be outlined as follows:

### COMMISSION AND DEPARTMENT I. IDENTIFICATION

- A. Recognition of the need to review and update the General Plan.
- B. General guidelines for the over-all program established.

### DEPARTMENT II. RESEARCH

- A. The general objectives of the original General Plan research program followed.
- B. Detailed programming and scheduling of research undertaken.
- C. Inventories and investigations analyzed separately, then summaries and conclusions made.
- D. Periodic progress reports made to Planning Commission and Board of Supervisors.

### COMMISSION AND DEPARTMENT III. FORMULATION

- A. Review of research conclusions and proposals.
- B. Review and revision of original General Plan policies.





- C. Conversion of policies into a revised physical plan map in terms of 1990.
  - 1. Coordination with city planning technicians and personnel of other public agencies.
  - 2. Consultation with the various city Planning Commissions.

COMMISSION

IV. PUBLIC PRESENTATION

- A. Publicity on the proposals.
- B. Public forums to be held to obtain general reactions to the proposals.

COMMISSION  
AND BOARD OF  
SUPERVISORS

V. ADOPTION

- A. Adoption of revised General Plan by Planning Commission.
  - 1. Hold one or more public hearings.
  - 2. Review all proposals.
  - 3. Adopt revisions to the General Plan and forward to Board of Supervisors.
- B. Adoption of revised General Plan by the Board of Supervisors.
  - 1. Review of all conclusions and proposals of the General Plan.
  - 2. Hold one or more public hearings.
  - 3. Adopt revisions to the General Plan as an official statement of public policy.





BOARD,  
COMMISSION,  
BOARD OF  
ADJUSTMENT,  
AND  
DEPARTMENT

VI. IMPLEMENTATION...CARRYING OUT THE PLAN

- A. Specific plans of neighborhoods, townsites, etc.
- B. Zoning studies.
- C. Subdivision and design control.
- D. Capital improvement programming.
- E. Building Code.
- F. Housing Code.
- G. Redevelopment.
- H. Street naming and numbering system.
- I. Protection of mapped highways.
- J. Acquisition of development rights.
- K. Referrals to other public bodies.
- L. Publicity.
- M. Cooperation and combined effort.

BOARD,  
COMMISSION,  
AND  
DEPARTMENT

VII. CONTINUING PROCESS

- A. Preparation and adoption of additional elements of the General Plan and refinement of existing elements.
- B. Subsequent over-all review and revision of the General Plan from time to time.





## II. STATEMENT OF POLICIES: BASIS FOR THE PLAN (REVISED)

Basic to every plan is a statement of policies to which the various elements of the plan must be related. These policies include ASSUMPTIONS made as to future conditions pertinent to the County's growth, major GOALS which the County has established as long-range public policy objectives, and PRINCIPLES upon which public decision-making pertinent to physical development and public programs will be utilized to attain the stated goals. The policies of the General Plan adopted in 1963 have been revised to reflect new and unexpected conditions and developments and current public aspirations (revisions of the adopted 1963 policies are noted by the underlining of additions and the crossing out of deletions).

### ASSUMPTIONS

#### We Assume That:

1. There will be no major war, epidemic, natural disaster, or economic depression in the State or the Nation.
2. Population and economic activity will continue to increase in the County, the State, and the Nation; and the County population in ~~1980~~ 1990 will be about ~~470,000~~ 500,000.
3. The proportion of older people, workers over forty-five, and job seekers under twenty-five will rise; and as a result of this, the demand for employment, housing, residential services and educational facilities will grow faster than population.
4. There will be increased leisure time which will also result in increased demands for new and expanded cultural, educational, and recreational facilities.
5. Both the number of automobiles and automobiles per person will increase substantially and will result in increased demands for more and better streets, highways, and parking facilities.
6. There will not be any major mass transit facilities in the County by ~~1980~~ 1990.





7. Because of increasing needs for through traffic movements, all of the freeways and expressways proposed in the California Freeway and Expressway System will be built or under construction by ~~1980~~ 1990.
8. New and improved surface and air transportation facilities will result in increased physical, social, and economic linkages between the County and the Bay Area, the Sacramento Valley and the south San Joaquin Valley.
9. As population increases and the County develops industrially, the ties to the Bay Area Region will be strengthened.
10. The present expansion of non-agriculturally oriented industries will continue to play an increasingly important role in the economy of the County and will result in the location in the County of related industries.
11. Water will be available for both intensified and expanded agricultural, industrial, commercial and residential use through water importation.
12. Water and air pollution will be substantially reduced in the County and the Central Valley.
13. Through continued expansion, agriculture and agriculturally dependent industries will continue to play a major role in the economy of the County.
14. Stockton's role as the primary social, governmental, economic and cultural center of the County Area of Influence will be expanded and strengthened.

#### GENERAL GOALS

1. To attain a regional pattern which includes a number of urban centers, each with separate identity and each providing a range of living, working, shopping, educational, cultural, and recreational opportunities for all, commensurate with its size and function.
2. To achieve coordinated arrangement of land use and transportation facilities which will meet the range of social, economic, and cultural needs of the citizens.



3. To achieve joint participation in all planning matters with all cities, counties, and all other levels of government concerned.
4. To create and maintain the best possible living environment for all residents.
5. To attain for all residents a variety of economic opportunities for employment and investment within the County and protect these investments.

#### General Principles

1. The County Planning Area will include areas outside this County's legal boundaries where coordination of land use planning efforts would achieve the most satisfactory results.
2. The use of vacant areas and reuse of deteriorating areas within or near urban centers will be encouraged.
3. Urban growth will be facilitated and guided contiguous to urban centers, and further random skip and ribbon developments will be discouraged.
4. A comprehensive program of conservation, rehabilitation, and redevelopment will be undertaken.
5. All possible means will be used to ensure that all urban areas are provided with basic services such as storm drainage, sanitary sewer systems, and water systems.
6. Urban and Agricultural developments in the foothill areas of the County Planning Area will be encouraged while all urban development, with the exception of "new towns" will be discouraged.
7. The County will promote the separation of urban centers as physically distinct units.
8. Each general type of new land use area will be separated and so located in the Plan that it can develop to its logical limits without interference from incompatible uses.





## RESIDENTIAL GOAL

To attain for all residents a living environment which is safe, healthy, stable and pleasant, and one which includes the desired cultural and educational, recreational, and shopping facilities.

### Residential Principles

1. In order to efficiently correlate public investments in services and facilities with the needs of the residents, the general County planning framework will enable the Neighborhood-Community structure will to be used for planning residential areas, in all unincorporated communities in the County and in those incorporated communities using the Neighborhood-Community structure. The principles of this structure are:
  - (a) The Neighborhood will be ~~facilitated~~ and planned and developed as a cohesive unit containing from 3000 to 5000 people and the density established will encourage a variety of housing types while protecting public investments in services and facilities.
  - (b) Sites will be reserved or acquired for a centrally located Neighborhood Park in each Neighborhood. This Park will be combined with the elementary school or neighborhood center wherever ~~possible~~ appropriate in order that the two can function as the neighborhood center for cultural, educational and recreational activities, and be within easy walking distance of every home in the neighborhood, no farther than one-half mile.
  - (c) Each Neighborhood will contain an internal street pattern designed to discourage through traffic and with major thoroughfares preferably bounding the Neighborhood and utilizing walking distance as the fundamental scale for development.
  - (d) ~~(e)~~ A Neighborhood Shopping Center will be encouraged of an extent and in a location that will adequately meet the needs of the residents of the Neighborhood for convenience goods and services and will be so designed as to enhance the living area.
  - (e) ~~(d)~~ The Community, under this structure, would be a cohesive unit made up of from three to five Neighborhoods.





(f) ~~(e)~~ This Community would be served by a high school or a junior high school in a central or convenient location. Wherever possible this school will be combined with a the Community Park in order to more effectively serve as the community center for persons of all ages living in the Community.

(g) ~~(f)~~ A Community Shopping Center will be encouraged and facilitated in a central location to serve the residents of the Community.

2. Small isolated residential areas will be tied to Neighborhoods by providing bridging or other devices to overcome barriers, or the conversion of these isolated areas to appropriate non-residential uses will be encouraged. If retained in residential use, each pocket will be kept as large as possible to form its own environment. ~~and housing and services fostered which would be intended primarily for adults.~~

#### AGRICULTURAL GOAL

To maintain and enhance the continued prosperity and growth of the agricultural and agriculturally oriented segment of the County's economy.

#### Agricultural Principles

1. The resources upon which agriculture is based will be protected, and the development of these resources will be encouraged.
2. Agriculture will be encouraged and protected where soils of high quality are found and water is or will be available.
3. Agriculture will be retained in areas subject to periodic flooding, subsidence, or where premature urbanization would be detrimental to the County's physical and economic well-being.
4. Necessary expansions of urban centers will be directed towards the less productive lands where possible, and all urban development will be facilitated in a manner least disruptive to the agricultural surroundings.



## RECREATIONAL GOALS

1. To provide opportunities for a variety of recreational activities for all residents.
2. To conserve and develop the unique recreational potential of the Delta.
3. To develop recreation as a major industry in the County.

### Recreational Principles

1. Recreation areas either will be encouraged or provided in central locations in all living and working areas and in areas of outstanding beauty sufficient to meet the varying needs of the people to be served.
2. Recreation uses in rural areas will be coordinated with agricultural land uses in order that possible conflicts between the two are avoided.
3. The development of the Delta waterways for all suitable types of recreational uses to meet the needs of local, regional, and statewide residents will be undertaken and encouraged.
4. The development of major recreation facilities serving regional and statewide residents at Camanche Reservoir and similar areas will be encouraged.
5. The future recreation potential of rivers, streams, major tree groves, and other attractive natural features in the County will be protected.
6. Open spaces will be permanently maintained around all urban areas.





## COMMERCIAL GOAL

To provide commercial interests with opportunities to conduct businesses in a manner which is (1) convenient to the customer; (2) in harmony with other land uses; (3) equitable to adjacent property owners; and, (4) not in conflict with circulation.

### Commercial Principles

1. The grouping of commercial uses within compact areas will be encouraged and facilitated.
2. Provisions for new and expansions of existing commercial areas will be dependent upon achieving a proper relation of each commercial area in size, location, types of activities, and accessibility with its respective trade area.
3. Provision will be made for the following types of commercial areas:
  - (a) Neighborhood Shopping Areas: providing convenience goods and services for residents of a neighborhood.
  - (b) Community Shopping Areas: providing a fairly broad selection of goods and services for a community.
  - (c) Regional Shopping Area: providing the widest possible variety of selective shopping goods and services for the entire County Planning Area.
  - (d) Highway Service Areas: serving, almost exclusively, the travelers on Arterials and Arterial-Highways-Freeways.
  - (e) General Retail and Service Areas: containing a variety of establishments requiring a generally convenient location, but not dependent upon pedestrian traffic for customers.
  - (f) Wholesale and Distributive Areas.
4. The central business district of each urban sub-regional, intermediate, and rural center will be recognized as the dominant commercial center for the surrounding trade area in accordance with the function of each urban center.





5. North Stockton and the Stockton central business district will act jointly as ~~will-be~~ the regional shopping center with the central business district retaining its function as the financial and government center for the County Area of Influence.

## INDUSTRIAL GOAL

To assure ample opportunities for industrial development in an orderly manner, and to ensure that each urban center will have sufficient industry to be financially sound and able to provide local employment opportunities and a broad economic base commensurate with its size and function.

### Industrial Principles

1. Provision will be made for industries grouped according to operating characteristics and site requirements. These provisions will be guided by the use of performance standards so that industrial areas can become economic and visual assets to the community, pleasant to work in, and compatible with surrounding uses.
2. The total amount of industrial acreage designated in the General Plan will be sufficient to provide for the needs of the anticipated population and for a choice of sites.
3. Industrial areas will be promoted in locations which are served by rail transportation and Arterials and convenient to ~~Arterial-Highways~~ Freeways.
4. Industrial Parks, Light Industrial Areas and most Heavy Industrial Areas will be encouraged only in locations where utilities are available or can be made available.
5. Industrial areas will be encouraged and designated within or near urban centers, except that certain extremely hazardous industries (e.g., explosive manufacturers) will be directed to the foothill areas, away from urban centers.
6. ~~Each Urban Center should have sufficient industry to be financially sound and provide local employment opportunities and a broad economic base commensurate with its size and function.~~ (added to Industrial Goal above)



6. Industrial reserve areas will be designated in locations which will be appropriate for future industrial use, but which will not be needed for industry during the planning period, and therefore utilities are not likely to be made available during the planning period.
7. Concentration of industries in industrial districts will be encouraged.
8. The industrial potentials of the Stockton Port and Deep Water Channel and Stockton Metropolitan Airport will be recognized, and development of these potentials will be facilitated.

#### CIRCULATION AND TRANSPORTATION GOAL

To provide a circulation system to move people and goods from one place to another, to provide access to land uses, and to do so in a safe and convenient manner with maximum economy and amenity.

#### Circulation and Transportation Principles

1. The location and class of trafficways will be determined by their function. The function will be determined by analyzing: (1) the location and type of land use served; (2) the distance to be traveled; (3) the desired speed of traffic; (4) the traffic volume to be accommodated; (5) the type of vehicles to be carried; and (6) the degree of interference with through movement created by abutting uses and intersections.
2. The functional classification will be a guide for engineers in designing the traffic facility and a guide in systematic and economical expenditure of public funds.
3. Wherever traffic volumes or potential hazards justify the expenditure:
  - (a) Automotive traffic will be separated from pedestrian movement.
  - (b) Grade separations will be provided at all major roads and railroad crossings.





(c) The number of intersections of major roads will be minimized.

(d) The interference of abutting uses with through traffic will be controlled.

4. Scenic Recreation routes in the Delta and in other areas of considerable scenic beauty and stopping points at scenic locations will be encouraged.

5. The value of Official Scenic Highways will be recognized and specific plans will be established for the purpose of protecting the scenic corridor and the vistas from the highways for the enjoyment of the general public.

6.5- Expanded operations of Stockton Metropolitan Airport and Tracy Field will be aided, and the public investment in each facility will be protected.

#### EDUCATIONAL AND CULTURAL FACILITIES GOAL

To ~~provide~~ encourage the provision of a full range of opportunities ~~for educational and cultural activities facilities and programs related-to-individual-service-areas.~~ to meet the increasing needs of the County.

#### Educational and Cultural Facilities Principles

~~1.--Provision-will-be-made-for-educational-and-cultural-facilities in-every-urban-and-rural-center-and-the-TYPE,-LOCATION-and SIZE-of-each-facility-will-be-dependent-upon-the-population and-the-characteristics-of-the-area-to-be-served.~~

~~2.--A-Junior-College-should-be-provided-for-in-each-Sub-regional Center-in-the-County-and-in-the-Regional-Center.~~

~~3.--A-site-should-be-reserved-in-or-near-the-Regional-Center-for, a-State-University-in-conformance-with-the-State-Master-Plan of-Higher-Education.~~

1. The location and size of each facility will be dependent upon the population and the characteristics of the area to be served.





2. All educational and cultural facilities should be conveniently located to the population served and not conflict with any adjacent land uses.
3. Buildings serving a local need shall be served by a Collector or collector Local Street, and those serving larger segments of the urban area and the County shall be served by an Arterial or Collector.
4. Assistance and coordination with the districts, agencies, and individuals involved in providing and managing these facilities will be achieved to effect interagency coordination.
5. A junior college should be encouraged in each sub-regional center in the County and in the regional center.
6. A State university should be encouraged to locate within or near the regional center in conformance with the State Master Plan of Higher Education.



### III. POPULATION PROJECTIONS

#### USE OF POPULATION PROJECTIONS

The future land uses are planned in relation to the number and the needs of the people who will live in the County at the end of the planning period and on the manner in which they will be distributed throughout the County.

A population projection (i.e., an estimate of the future population growth of the County and of the nine planning areas within the County) is essential to land use forecasting. The population projections provide a guide to the urban expansion necessary to accommodate the number of people expected in each planning area. Forecasts of population distribution in the County aids the government and private agencies, the manufacturers and the businessmen in projecting their future service areas and the economic base of the community. Since people create the economic base, the population projections provide a guide for investment in the future.

In the San Joaquin County planning process, population projections combined with planned densities provide the measure of the amount of land which has to be removed from agriculture and used for urban expansion; the extent of the need for public services and facilities; and the areas in which public services need to be extended to provide for future urban development.

#### REVISION OF THE GENERAL PLAN POPULATION PROJECTIONS

The revision of the General Plan extends the planning period to the year 1990. The adjustments in the population projections were made necessary by the slower rate of development in urban areas which has occurred since the preparation of the General Plan, especially in the cities of Stockton and Lodi.

Table No. 1 contains the population projections for the County and for the nine County planning areas for the period from 1970 to 1990.

The low projections reflect a slower growth rate than earlier projected for 1960-1980, then an increased rate of economic growth is expected. The high population forecast assumes a slight increase





in the current rate of population increase to 1980. After 1980, it assumes a higher rate of increase similar to the rate experienced from 1940 to 1960. The increase in growth in the 1980's is based upon the assumption that there will be increased expansion of industry from the San Francisco Bay and Sacramento areas into the County. The low projection most closely approximates current trends and the most likely population totals that can be foreseen at this time.



TABLE NO. 1

## POPULATION PROJECTIONS

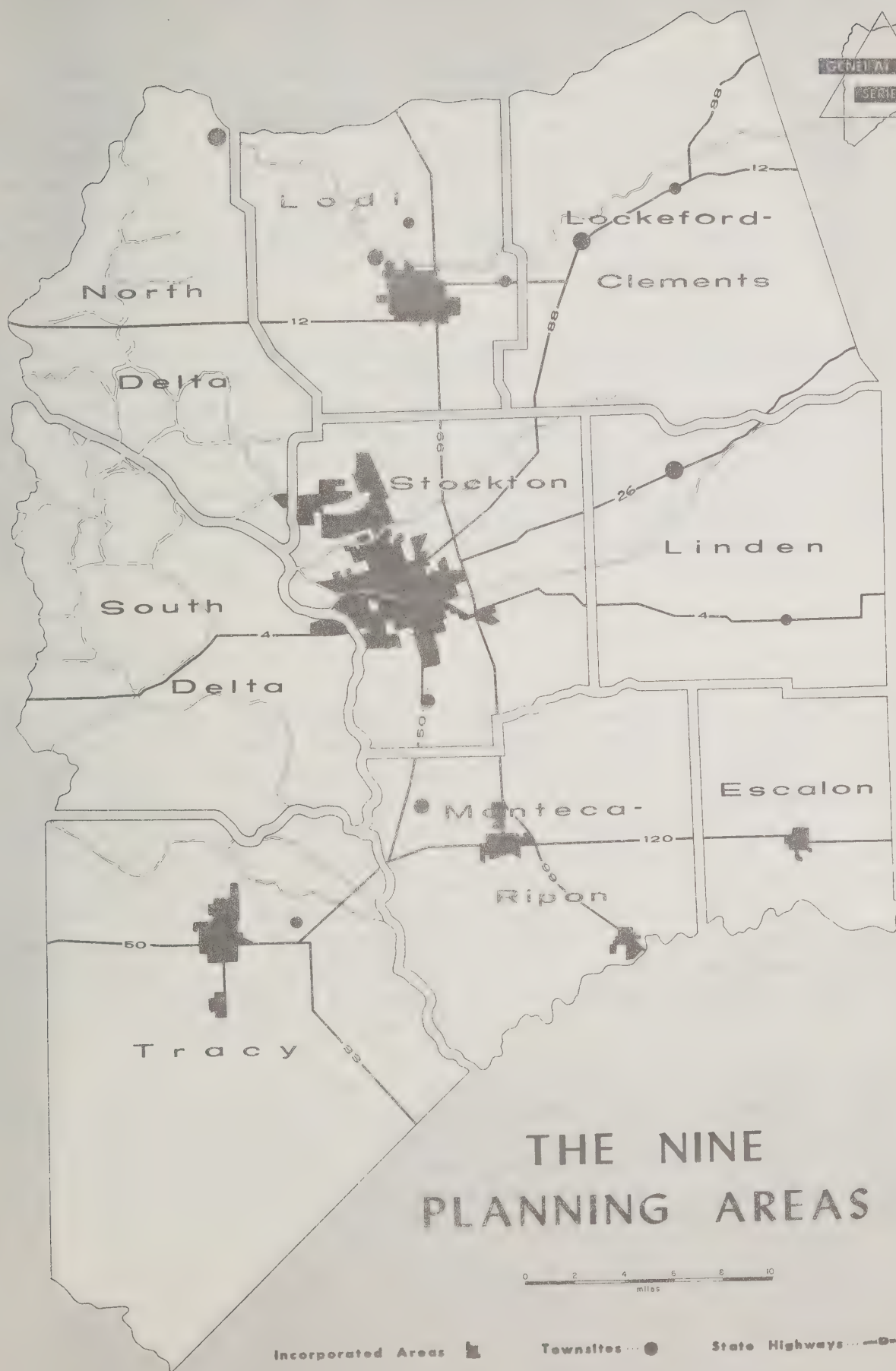
## SAN JOAQUIN COUNTY 1970 TO 1990

Area	1960	1970		1980		1990	
		Low	High	Low	High	Low	High
SAN JOAQUIN COUNTY	249,989	302,000	309,000	380,000	400,000	500,000	552,000
Stockton P.A. *	156,489	178,000	180,000	220,000	227,000	280,000	295,000
Lodi P.A.	32,112	42,400	43,500	53,200	58,000	72,000	75,000
Tracy P.A.	20,087	28,000	30,000	39,000	42,000	58,000	69,000
Manteca-Ripon P.A.	21,209	30,000	30,800	40,000	43,000	54,000	68,000
Escalon P.A.	5,787	6,700	7,100	7,700	8,000	9,000	11,000
Linden P.A.	2,632	3,000	3,300	3,500	4,050	4,000	5,000
North Delta P.A.	2,755	3,700	3,900	5,100	5,500	7,000	8,000
Lockeford-Clements P.A.	3,947	5,200	5,400	6,300	7,250	9,500	12,000
South Delta P.A.	4,971	5,000	5,000	5,200	5,200	6,500	9,000

\* "P.A." denotes planning area









#### IV. LAND USE ELEMENT

The General Plan is basically concerned with the determination of the future location of land uses and the relation of these uses to circulation, public buildings, and services. The expected physical growth by 1990 can be projected from the population increase. The Land Use Element is an analysis of the probable distribution of the population throughout the County, the location and density of residential development and the location and extent of the public and private facilities and services required by the future population.

Locations of land projected for urban uses are based upon the General Plan policies. Land allocated for urban uses is based upon projections to 1990 of urban land needs. Actual amounts of land allocated for each urban use are in excess of the actual amounts projected to be required. This provides a surplus which serves two purposes: (1) it allows for the possibility that the population projections may be low, and (2) planning for a higher population than is expected provides adequate areas for a wide choice in location.

##### RESIDENTIAL AREAS

Density is used in planning to establish the number of persons to be served in proposed residential areas. This provides a basis for estimating needed public services and, as the General Plan is implemented with specific plans and zoning, the proposed densities become a controlling factor in decision making. Appropriate public services and facilities are planned to provide for the anticipated population. Once established, the location and extent of these services and facilities cannot readily be changed. Consequently, once the proposed densities are determined, specific decisions in land use should be made to conform to these densities to develop the public and private facilities needed to serve the projected population for the area.

No revision has been made in the classification of residential densities in this revision of the General Plan. Density refers to the number of persons residing in a net acre of residential development (a net acre does not include streets or other land uses, only the area used for residential lots). The density does





not designate the type of dwelling construction - the top of the low range would include some duplexes in a single family area, the medium range would include mixed single family homes, duplexes and triplexes, and the high would be predominantly apartments.

Table No. 2 shows the density classifications used in the General Plan.

TABLE NO. 2

Area-wide Residential Density Standards

<u>Type</u>	<u>Description of Typical Development</u>	<u>Average Number of Persons on One Net Residential Acre</u>
Suburban	One-half to one acre lots.	5-10
Low	Post-war single-family subdivision	11-20
Medium	Older single-family neighborhoods, or newer areas with duplexes and apartments	21-29
High	Areas of predominantly duplex, garden apartments, and apartments	30-45

COMMERCIAL AREAS

Business and Professional Office

Provide for those commercial activities in which the "office" type use is the dominant facility. Includes business, professional, and public office uses.

Neighborhood Shopping

Provide convenience goods and services for daily consumption and frequent purchase keyed to the most frequent needs of a surrounding residential area - with a supporting population usually between 3,000 and 5,000 persons.



### Community Shopping

Provide a fairly broad selection of goods and services which are needed frequently (but not daily) for - and centrally located within - a trading area of from 20,000 to 25,000 persons.

### Regional Shopping

Provide the widest possible variety of goods and services economically justified by the County trading area. Goods provided are frequently expensive, infrequently purchased, and for long-term rather than daily consumption.

### General Retail and Service

Provide a wide variety of establishments which provide an assortment of completely dissimilar goods and services, but which are alike and compatible in several significant aspects. Each use is a self-generative business in which the nature of goods provided is usually the sole purpose of a shopping trip, goods are purchased infrequently, negligible pedestrian movements result, and on-site parking is necessary. Includes automobile-oriented sales and services.

### Wholesale and Distributive

Provide goods which do not require business transactions by customer visits to the business location itself. Significant amounts of truck traffic and relatively little automobile and pedestrian traffic is generated.

### Highway Service

Provide clusters of commercial establishments which serve almost exclusively the automobile travelers on major Freeways and Arterials located and designed so as not to interfere with the highway's primary purpose and function of carrying long distance traffic in a fast and safe manner.





## INDUSTRIAL AREAS

### Restricted-Light or "Good-Neighbor"

Industries which do not permit the escape of dust, smoke, noise, or other operational by-products from the confines of the building itself. Characteristically, much forethought is given to architectural features and landscaping to further enhance compatibility with adjacent land uses. Includes industrial parks.

### Light Industrial

Industries which control their obnoxious effects within the boundaries of the site, enabling location on medium-size parcels without being obtrusive or objectionable to neighboring uses.

### Heavy Industrial

Industries in which the costs of adequate control devices are prohibitive in view of the economics of their operations (includes open industrial uses which depend upon large outdoor space for materials and equipment storage and servicing).

### Industrial Reserve

Areas which are considered as a source of future industrial land but are not likely to be needed for industry during the planning period.

## OPEN SPACE AREAS

### Agriculture

Agricultural land predominantly of prime soils, suitable for cultivation, and not proposed for conversion to urban development.

### Foothill Pasture

Rolling to steep non-prime agricultural land of the southwest and eastern portions of the County which are generally not suitable for cultivation and not proposed for conversion to urban development.



## Recreation

Public and privately owned major recreation areas and facilities.<sup>1</sup>

### Recreation Reserve

Areas which are considered as a source of future recreation land but are not needed for recreational purposes during the planning period.

## Water

Major existing and proposed water areas, including canals, lakes, marinas, and streams and rivers.

## PUBLIC AND SEMI-PUBLIC AREAS

### Schools

Public elementary, junior high or middle schools, and high schools.

### Colleges

Universities and junior colleges.

### Other Public Buildings

Libraries, community centers, governmental offices, etc.

### Institutional

Hospitals, cemeteries, penal institutions, military installations public utility installations, explosives testing areas, and other public and semi-public properties.

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<sup>1</sup> The Recreation Element of the General Plan was adopted in 1966 as a guide for the acquisition and development of a County-wide system of parks and recreation areas and for the coordination of the recreation programs of other governmental agencies, private organizations and individuals.





## V. CIRCULATION ELEMENT

The Circulation Element is concerned with a transportation system providing for the movement of people and goods to and from and within the County. The transportation system is a principal force influencing the pattern of land use; and, therefore, long-range planning of the Circulation Element is directly related to the General Plan policies and the distribution of uses provided in the Land Use Element.

### STREETS AND HIGHWAYS

#### Functional Classification System

**FREEWAY:** Full access controlled route providing for  
(1) expeditious movement of large volumes of through traffic across, around or through urban areas and  
(2) long trips between urban areas, regions, and states.

**ARTERIAL:** Provides for relatively large traffic movements between areas, within urban areas, and across portions of urban areas. Provides for movement of long trips between communities and sub-regions. Provides direct service to principal land use generators and secondarily for direct access to abutting land. Connects to freeways and other arterials. From partial access control for four-lane undivided facilities to extensive access control for expressway facilities.

**COLLECTOR:** Primarily provides traffic service to and from community centers, major recreation areas, and major land use generators. Secondarily provides for direct access to abutting land. Connects local roads and streets to arterials and other collectors. Partial access control.

**LOCAL STREET AND ROAD:** Provides for direct access to abutting land. Distributes traffic from other local streets and roads to neighborhood centers. Connects to arterials, collectors, and other local streets and roads.



## Supplementary Functions

SCENIC ROUTE: (1) Freeway or state Arterial alignments or portions of alignments included or proposed for inclusion in the State Master Plan for Scenic Highways, or (2) scenic County roads of any functional classification.

RECREATION ROAD: Other arterials, collectors or local streets and roads (1) in areas of considerable scenic beauty leading to major, rural recreation areas or (2) of significant recreational value in themselves.

INDUSTRIAL: A Local Street or Road which is to provide access to abutting industrial lots.

FRONTAGE: A street or road of any classification which is auxiliary to and located adjacent to a Freeway or Arterial and which provides service to abutting property and adjacent areas. Control of access to the adjacent major route.

## TRANSPORTATION TERMINALS

Air, rail, and water transportation facilities that provide for the loading and unloading of passengers and goods and permitting connections within and between these modes of transportation.

## RAILROADS

Major existing railroad rights-of-way.





## VI. CONCLUSION

The revision of the General Plan for San Joaquin County provides more up-to-date information and sets forth certain changes that have occurred since 1963 which should be reflected in the Plan and extends the planning period to 1990. However, the broad objectives and the basis for the Plan's proposals established in 1963 are still valid. Reflecting the necessary changes in the continued pursuit of the County's planning program will increase the probability that the aims and goals of the County will ultimately be realized.



## APPENDIX A

### GENERAL PLAN PREPARATION AND CONTENT

California State law<sup>1</sup> requires that each county create a planning commission. It further requires that a commission or planning department prepare, and a commission adopt a "comprehensive, long-term general plan for the physical development of the... county... and any land outside its boundaries which, in the commission's judgment, bears a relation to its planning. The plan, after adoption by the commission, may then be adopted by the board of supervisors and officially certified as the general plan of the county."

#### Mandatory Provisions

In order for a General Plan to fulfill the requirements of the State law, it must consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals. The plan shall include the following elements:

1. A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the Plan.
2. A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the Plan.
3. A housing element consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the Plan shall endeavor to make adequate provision for the housing needs of all

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<sup>1</sup> State of California, Government Code, Title 7. Planning.



economic segments of the community (new provision--required by July 1, 1969).

### Optional Provisions

The above are minimum elements of a county General Plan. In order to give local commissions and departments the necessary freedom to tailor their General Plan to local needs, the Planning Law suggests several additional optional elements. These elements include the following:

CONSERVATION. For the conservation, development, and utilization of natural resources.

RECREATION. A comprehensive system of areas and public sites for recreation.

CIRCULATION. Expansion of mandatory provision to permissively include recommendations concerning parking facilities and building setback lines and the delineations of such systems on the land; a system of street naming, house and building numbering; and other such matters as may be related to the improvement of circulation and traffic.

TRANSPORTATION. A comprehensive transportation system, including locations of rights-of-way, terminals, grade separations, and port and aviation and related facilities.

TRANSIT. A proposed system of transit lines and related facilities.

PUBLIC SERVICES AND FACILITIES. General Plans for sewerage, refuse disposal, drainage, and local utilities.

PUBLIC BUILDINGS. Locations and arrangements of civic and community centers, public schools, libraries, police and fire stations, and other public buildings.

COMMUNITY DESIGN. Standards and principles governing the subdivision of land, and showing recommended designs for community and neighborhood development and redevelopment and sites for public uses.

HOUSING. Expansion of mandatory provision to permissively include standards and plans for the elimination of sub-standard dwelling conditions.





REDEVELOPMENT. Plans and programs for the elimination of slums and blighted areas and for community redevelopment.

SAFETY. For the protection of the county from fires and geologic hazards.

OTHER. Such additional elements dealing with other subjects which in the judgment of the County relate to the physical development of the County.



## APPENDIX B

### THE COUNTY PLANNING AGENCY

The participation and responsibilities in the planning process of the Board of Supervisors, Planning Commission, Board of Zoning Adjustment, and the Planning Department are clearly defined in the State law. Active participation of all of these agencies as well as private citizens and organizations is essential if the planning process is to be effective. The general roles of the Board, Planning Commission, Board of Zoning Adjustment, and the Department in the planning process are discussed below.

#### The Board of Supervisors

The Board of Supervisors consists of the five elected representatives of the people and is vested with final legislative authority on all County matters. The Board adopts and applies the General Plan, passes and adopts all ordinances implementing the Plan, and acts as the appellant body on all planning and zoning decisions in those instances where the Board has specifically delegated to the Commission and Board of Adjustment the necessary power to hear and decide certain matters. Examples of this are use permits and variances. However, the Board retains the final responsibility for what it delegates and, therefore, must act as the appellant body.

#### The Planning Commission

The San Joaquin County Planning Commission is composed of seven lay citizens appointed by the Board. They are chosen for their knowledge and interest in their community and in county-wide, regional, and state-wide problems. The Commission's primary responsibility is a General Plan. In connection with this, the Commission has the added responsibilities of consulting with other governmental agencies, private citizens, and citizens' organizations studying and reporting to the legislative body on the purpose, priority, location, and extent of proposed sites and facilities of governmental agencies; keeping up with current planning information; promoting good public relations; and providing a public sounding board on community problems. Additional responsibilities may be designated or delegated by the Board of Supervisors.





Primarily, the Commission is an advisory body to the Board. Its advisory role includes making recommendations to the Board on the General Plan, zoning matters, subdivision design and so forth.

Additional activities, advisory in nature, but not directly involving the legislative body, include studying and making recommendations concerning proposed school sites to the school district Board of Trustees and studying and making a recommendation on any matter referred to it by another jurisdiction, such as a city. The referring jurisdiction retains the power to make the final decision on the matter.

#### The Board of Zoning Adjustment

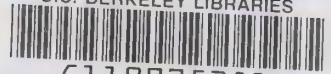
The San Joaquin County Board of Zoning Adjustment is composed of five lay citizens appointed by the Board of Supervisors. They are chosen for their knowledge and interest in their community and in county-wide, regional, and state-wide problems. The Board has certain administrative duties with respect to the implementation of the General Plan that are actually quasi-judicial in nature. These duties include holding public hearings and making determinations on applications for use permits, excavation permits, and variances. In each of the administrative actions, the Board's decision may be appealed to the Board of Supervisors.

#### The Planning Department

The Planning Department provides technical advice to the Planning Commission, Board of Zoning Adjustment, and the Board of Supervisors and makes recommendations to them on planning and zoning matters. The Department is responsible to the Office of the County Administrator. Its recommendations may be accepted or rejected. The Department is responsible for preparing and administering a General Plan for the physical development of the County guided by policies established by the Board of Supervisors. Full time planners trained in physical planning, research and the skills necessary to develop general and specific plans are on the staff. The staff works closely with the city, county, and state departments, private companies, and citizens in preparing plans. The Department is responsible for doing research on planning, preparing subdivision and zoning regulations, administering subdivision and zoning regulations, and participating in capital improvement programming. It cooperates also with the cities within the County, nearby counties, state and federal agencies in developing a Plan for the County that fits in with the regional plans for the San Joaquin Valley.



U.C. BERKELEY LIBRARIES



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